

CANPART: A Research Proposal Concerning Increased Canadian Citizens' Participation in Habitat: The United Nations Conference on Human Settlements

by David C. Hawkes
1975

The Institute of Urban Studies





THE UNIVERSITY OF
WINNIPEG

FOR INFORMATION:

The Institute of Urban Studies

The University of Winnipeg
599 Portage Avenue, Winnipeg
phone: 204.982.1140
fax: 204.943.4695
general email: ius@uwinnipeg.ca

Mailing Address:

The Institute of Urban Studies

The University of Winnipeg
515 Portage Avenue
Winnipeg, Manitoba, R3B 2E9

**CANPART: A RESEARCH PROPOSAL CONCERNING INCREASED CANADIAN CITIZENS'
PARTICIPATION IN HABITAT: THE UNITED NATIONS CONFERENCE ON HUMAN SETTLEMENTS**

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Participation in Habitat: The United Nations Conference on
Human Settlements

Prepared for the Institute of Urban Studies,
University of Winnipeg.

David C. Hawkes
February 15, 1975

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INTRODUCTION

The efforts of the Canadian National Committee to involve non-governmental organizations in Habitat are well developed, and about to get underway. This proposal is directed to those Canadians who will not be involved in this process, and who would otherwise not be affected by the United Nations Conference on Human Settlements. The major reason for submitting this proposal is to involve these people in the Canadian preparations for Habitat.

There are other reasons, and in large part they relate to previous Canadian participation elements for past United Nations Conferences. Canadian participation efforts in past U.N. Conferences, such as the United Nations Conference on the Environment held in Stockholm in 1972, have been focussed upon those sectors of Canadian society which already have some voice in public decision-making. For the most part, these are people who are well-informed, well-educated, organized into groups, and in a secure financial position. They have the resources, the time, and the knowledge to be in a position to interact with government on issues of public concern.

There has been considerable research on the issue of who influences policy-making in Canada. The results of these research efforts should surprise no one, since the "influentials"

include professionals, business interests, academics, community and citizens groups, senior public servants, and so forth.¹

Related to this is a finding concerning the "techniques" of participation in the policy-making process. These people are able to influence government policy because they know how to use the most effective methods of "getting their point across". Such methods include written briefs, articulate oral presentations, sophisticated research reports, and the ability to organize political support or protest.

Our concern in this proposal is with those sectors of Canadian society who have not yet participated in this process. For the most part, these are people who are not well-informed, well-educated, or organized into groups. Nor are they financially secure. They have neither the resources, the time, nor the knowledge to participate in public policy-making as we now know it. These uninvolved persons include young people, older people, immigrants, native peoples, homemakers, inner city working people, people who live in rural areas, etc.

These people do not know, or are not able to use the normal or established (and hence most effective) methods of participating. They are not articulate, they do not write well, they do not understand social science research jargon, and they have neither the knowledge nor the resources to be capable of

organizing themselves in order to exert political pressure.

The broad purpose of the research proposed in this document is in two parts: one part is concerned with information, the other part with participation. On the information "side" there are two goals. The first goal is to raise these people's awareness of human settlement issues. This would be done through the distribution of information concerning human settlement issues and the Conference itself. The second goal is to find out what these people think of human settlement in Canada. In other words, the second goal is to collect substantive information concerning the views, perceptions, and opinions of these people regarding human settlement issues.

On the participation side, there is only one major goal---to determine the most effective participation methods and techniques for this particular population(s). This would be done by experimenting with different methods and techniques, and then analyzing them to determine which are most effective. The key question here is: How can we increase the participation of the "uninvolved"? In this particular proposal, the object of the participation is the U.N. Conference on Human Settlements. However, it is obvious that the implications of this research go much farther than that.

Why have these sectors of our society not been involved in policy-making? It is not because the technology is not there. With advances in community cable television and other sophisticated communication techniques, one might have expected an increase in participation by all sectors of our population. We now know that this has not been the case. Thus, another goal of this research (albeit a lesser one) is to experiment with some of these new communication techniques, in an attempt to discover if some of these techniques are more suitable to involving these "non-participants".

The acronym or sub-title for this proposed research, CANPART, is a fitting short title for two reasons. First, the proposal is concerned with CANadian PARTicipation in the United NationsConference on Human Settlements. Second, the proposal is concerned with those who have not participated before, but who we believe CAN PARTICipate.

Before describing the various projects embodied in this proposal, we shall briefly present the framework from which we are operating.

FRAMEWORK

There are many elements to citizen participation. The framework of this proposal is built upon what we consider to be the three key elements of participation in public decision-making. These three key elements or "variables" are:

- (1) the "target group", or the people who are to participate;
- (2) the participation/communication process, or how these people are to participate; and
- (3) the human settlement issues, or the issues in which the people are to participate.

Variation in any one of these elements could have an impact on the effectiveness of the participation of these persons. For example, the "success" of the participation (or simply the participation itself) could depend upon the target group (whether immigrants or homemakers participate), the participation process (whether neighbourhood meetings or community cable television is used as the medium of participation), and the issues (whether the issue is wide or narrow in scope).

We propose to vary each one of these elements in turn, while holding the other two elements constant (insofar as the latter is possible). In this way, we should be able to discern which element(s) are the most important in terms of increasing the participation of these peoples.

Hence, the proposed projects have been arranged and listed under three headings, related to which element is being varied. First, the participation process element will be varied, while the target group and the issues attempt to be held constant. Secondly, the target group will be varied, while the process and issues remain constant. Thirdly, the issues will be varied (in terms of both scope and policy sector), while the target group and process remain constant.

Finally, we are suggesting two innovative experiments which do not fit neatly into the framework, but which we believe would be of benefit to the Conference.

The selection of projects for inclusion in this proposal also had to meet other criteria. One such criterion was that projects should not be funded which would leave the participants at a "dead-end street" at the conclusion of the project. If persons or groups are funded for a particular activity, that activity or its benefits should not cease at the conclusion of the project. The results of the research should benefit both the participants and the Canadian contribution to Habitat. The experience in Canada with taking information from these people while giving nothing in return (termed "ripping off" these days)

has demonstrated the futility of such an approach. Thus, if a community group is funded to develop a community newspaper, for example, it would be expected that the newspaper would continue to be published after the conclusion of that particular project.

A second criterion was that projects should be encouraged which are solution-oriented in nature. Rather than simply discuss human settlement issues, projects should be designed which invite participants to define problems and offer solutions. This solution orientation should be encouraged at the local level as well as at the national level, since these people experience the problems at the most local level. Other criteria will be discussed when the individual projects are presented.

The time frame for the research proposed here is limited by the very nature of the subject matter. Habitat will take place in June, 1976 in Vancouver. Most of the proposed research projects are designed so that they will have an input to that Conference, and thus are to be completed by May of 1976. The exceptions to this are the suggestions that we have made regarding the follow-up and evaluation of the projects, which would be completed by August of 1976.

The overall budget for the proposed research is variable. It depends upon how many projects in the following list are accepted. This list may be viewed in some ways as a shopping list. Although we feel that all of the projects described herein would contribute to the Conference, none of them (with the exception of the "follow-up" and analysis/evaluation) is inherently indispensable. With these exceptions, any one of the projects could be deleted without affecting the others. Keep in mind, however, that the projects are designed and organized around the three key elements of the framework. Hence, it will be necessary to retain at least one project under each heading if the research design is to work.

If all projects proposed in this document were accepted, the overall budget would be in the neighbourhood of \$430,000. A minimum budget, on the other hand, could be as low as \$200,000. or less (including three projects, an evaluation, and follow-up).

There remains one point concerning the value of this research to be made. The results of this research may be of greatest benefit when compared to the results of the work being carried out with non-governmental organizations. The views,

perceptions, ideas and opinions of the "organized" citizens could be compared and contrasted to those of the "unorganized" citizens vis-à-vis human settlement issues. After an analysis of the similarities and differences, we would be in a better position to determine to what extent a survey of the views of those in non-governmental organizations is a survey of the views of all Canadians. Such information would be invaluable not only in terms of future United Nations conferences, but in terms of future policy-making in Canada.

PROJECTS

In this first group of three projects, the participation/communication processes and techniques will be varied, while the target group and issues will attempt to be held constant.

Project 1---Existing Group Outreach

Description:

This project would utilize existing community groups in selected Canadian cities. The project would have several objectives. One objective would be to discover if established community groups can expand the scope of their operations (and hence their participation) to include those people in their communities who do not now participate. A second objective would be to discover, by utilizing various participation/communication techniques, which of those methods are most effective in obtaining the involvement of these non-participants. A third objective would be to distribute information concerning human settlement issues and the Conference. A fourth objective would be to compare the views of those who are active in community groups with the views of those who are not involved in such groups vis-à-vis human settlement issues.

Existing community groups would be funded to develop their own communication networks, on the basis that they attempt to reach out and involve those sectors of their communities that have so far been uninvolved. This would benefit both the groups concerned and the Committee's participation efforts. Each group would develop a different technique or method of communicating to its members and to the "uninvolved". One group would use a community newspaper, one would use community cable television, another would use a series of community workshops and meetings, and so forth. The participation in all cases would be directed toward human settlement issues.

Each group would be asked to report its findings prior to the Conference, in order that the information could be synthesized. The reports would contain substantive information relevant to human settlement issues (the views of the active and previously inactive members of the community), as well as an analysis of the effectiveness of the participation/communication technique.

Resources:

The project would be ten months long, beginning in May of 1975 and concluding in February of 1976. This would include lead time and the time taken to write the reports. Each group would be funded at a \$15,000. level. Although as many as

five groups could be accommodated within this project, it is suggested that three would be a more appropriate number. Established groups in major urban centers (Montreal, Toronto, Vancouver, Winnipeg or Halifax) would be included, giving a regional balance to the project. If three groups in three of the cities mentioned above were funded, this would cost \$45,000. In addition, three co-ordinators would be required on a part-time basis for the duration of the project. At \$2,000. per part-time co-ordinator, this would total \$6,000. The total estimated budget for the project would thus be \$51,000. for a project involving three groups.

In this project, as with all others which require co-ordinators, both the Community Planning Association of Canada and the Assistance to Community Groups Branch of the Secretary of State have expressed their willingness to assist in locating qualified field co-ordinators.

Project 2---Politicians and People

Description:

This project would involve elected officials from all three levels of government interacting directly with the people. The primary objective of this project would be to discover if a direct elected representative-citizen relationship

would make any difference in the rate of participation. A secondary objective would be to discover which level of government is perceived as the most relevant to the development and implementation of human settlement policies. A third objective would be to spread information concerning the Conference and the issues surrounding it, and to collect feedback (views, opinions, perceptions) on these issues.

The rationale behind this project is a rather deep-seated one. In many instances, people do not participate because they do not think that "it's worth it", or because they do not feel that their actions will make any difference. In cost-benefit terms, it does not pay to talk to city clerks or federal public servants. However, if they had the opportunity to speak directly with their alderman, provincial Member, or M.P.---with an elected policy-maker---perhaps they would feel that their opinion or view could make a difference. It is this possibility that is worth examining.

Although the resources for this project are relatively modest, the project would require the co-operation of all three levels of government in any specific region, as well as the co-operation and assistance of the elected representatives. Two cities, of similar size and facing similar urban problems, might be selected for inclusion in the project (for example, Ottawa and Edmonton). The elected representatives for these areas

(at all levels of government) would then spend a few days each talking directly to their constituents about human settlement issues. Two resource persons in each city would be available to accompany the elected representatives on their visits. The resource persons would brief the representatives on the human settlement issues, and observe how the constituents perceive the relevance of the three levels of government vis-à-vis human settlement issues. The resource persons would also be in a position to judge the effectiveness of this method of citizen participation.

" The ability of the elected representatives to elicit participation from the "uninvolved" could then be compared to the ability of existing community groups to do so (as in Project 1). This should aid us in determining the importance of a direct elected representative-citizen relationship to any increase in the rate of citizen participation.

Resources:

This project would be four months long, beginning in July of 1975 and concluding in October of the same year (including lead time and the time taken to write the reports). Although the promotion and publicity for this project would have to be rather large, much of this would be picked up by the local media. Additional promotion could cost \$20,000.

Four resource persons would be required as well (two in each city), on a full-time basis for four months. At \$5,000. per resource person, this would cost an additional \$20,000. The total estimated budget for this project would thus be \$40,000.

Project 3---Analysis of Existing Studies

Description:

This project may appear rather mundane in comparison to the others, but it would produce a high return for a modest investment. The objective of this project would be to analyze existing studies which were designed to increase the participation of the target groups that we are focussing upon. Rather than survey all of the literature on citizen participation, this project would center on only those efforts which attempted to increase the participation of the "uninvolved".

Existing literature, research reports, and some undocumented experiments would be included in the analysis. Government studies (both federal and provincial), from such agencies as the Company of Young Canadians and the Secretary of State, would also be included.

The result of the project would be a report, which would analyze (on the basis of existing studies) the effectiveness of differing participation techniques and methods for increasing the participation of the "uninvolved".

Resources:

This project would take four months time, from June to September of 1975. It would require the talents of one person familiar with the literature on citizen participation on a full-time basis for this period of time. It is estimated that this would cost \$5,000.

In this second group of four projects, the target groups will be varied, while the participation/communication processes and the issues will be held constant (insofar as this is possible).

Project 4---Weekly Newspapers

Description:

This project would use the weekly newspaper as the medium of both communication and participation. One objective of the project would be to compare the views of rural and urban residents on human settlement issues. A second objective would be to assess the effectiveness of the weekly newspaper as a two-way communication and participation medium/technique. A third objective would be to disseminate information and increase awareness concerning human settlement issues and the Conference itself.

For the past few years, weekly newspapers have not only experienced financial difficulty, but they have also had difficulty in obtaining material that would interest their readers. This project could be of benefit to both these newspapers and Habitat. Columns would be placed in several urban and rural weekly newspapers on a weekly basis for several months. These columns would deal with human settlement issues and with the upcoming Conference. After this series of columns, a questionnaire would be printed in the papers, asking readers questions related to human settlement issues.

The questionnaires would be collected, the data placed on computer cards, and analyzed. The analysis would focus on the differences between the rural and urban residents' views and perceptions of human settlement issues, problems, and solutions. The report resulting from this research would also include an assessment of the effectiveness of weekly newspapers as a participation/communication medium.

Resources:

The columns on human settlement issues appearing in these weekly newspapers would be published free of charge. Nor would there be any problem in terms of finding material for the columns, since the Canadian Participation Secretariat for Habitat has already assembled a vast array of background materials.

The only costs involved would be the co-ordination of the weekly articles (for a two month period), the design of the questionnaire, and the computer analysis and reporting. The project would require one person familiar with social science research methodology and computer analysis for a period of four months. This person could also handle the co-ordination of the weekly newspaper articles while he was designing the questionnaire. Such a person could be hired for four months for approximately \$5,000.

The costs involved in keypunching the computer cards and in computer analyzing the data (probably via a "canned programme" such as SPSS---Statistical Package for the Social Sciences) would not run over \$2,000.

Thus, the total resources required for this project would be approximately \$7,000.

Project 5---Urban Anthropology (for Non-participants)

Description:

There are some people for whom the costs of participation will always be too high. We cannot expect that everyone in our society will inevitably participate in public decision-making. This project is concerned with such people.

Not only is the project focussed upon what might be termed "chronic non-participants", people who may never participate in the process, but it is not designed to encourage them to do so. Rather, it has as its objective to find the real needs of one particular group of such people vis-à-vis human settlement issues.

The particular group that this project is aimed at may be described in the following way. They are highly mobile, working-class people who reside in the inner city. They are usually young, poorly-educated, and financially insecure. In many instances they are single, of rural origin (and recently moved into the city), and immigrants. They do not fit into the "social fabric" of the community, nor do they belong to any community organizations. They have no ties to the community, and for the most part they are "loners".

Yet these people have needs, many of which fall under the rubric of "human settlements". The question is: How do we find out what these needs are? One answer to this question is by utilizing the methods and techniques of urban anthropology. In this project an urban anthropologist would be hired for a period of one year in an attempt to answer this question.

He might use a variety of techniques in attempting to do so. If he used the most well-known technique, participant

observation, he would move into such a neighbourhood and observe these people. He would become a part of the group, play the appropriate rôle, and over a period of time he would develop an understanding of their lifestyle and their needs.

Another method of obtaining the information would be through interviewing "key informants", or persons who are knowledgeable concerning the target group. With this method, the anthropologist might choose a spatially-defined area (e.g. a small neighbourhood), and attempt to interview key informants who have contact with the target group. The interviewees might include rooming house landlords, waitresses in neighbourhood restaurants and taverns, owners or managers of neighbourhood laundromats, and so forth.

The output from this study would be a report on the needs of this particular target group, with a special section oriented toward human settlement issues, problems and solutions as they relate to this sector of society.

Resources:

The time frame for this project is one year, from May of 1975 to May of 1976. The project could vary greatly in cost, depending upon how many neighbourhoods were included in the study. However, since the findings of such studies are capable of being generalized, we recommend that only one such

study be undertaken. This would require one urban anthropologist on a full-time basis for a period of one year. This would cost approximately \$20,000., including living expenses.

Project 6---Human Settlement Hot Lines

Description:

As the title of this project suggests, the participation medium for this project would be radio, in particular "feedback radio" programs. The primary objective of this project would be to discern regional variation in people's perceptions of human settlement issues. A second objective would be to assess the effectiveness of "feedback radio" as a two-way communication/participation medium. A third objective would be to disseminate information concerning human settlement issues and Habitat.

The project would operate at two level---at the national and at the regional level. At the national level, human settlement issues and problems would be discussed on national radio programs, such as CBC's "Cross Country Check-Up". The reaction and feedback (via telephone) would be tape recorded, and then analyzed along regional lines (B.C., the Prairies, Ontario, Quebec, and the Atlantic provinces). The producer of "Cross Country Check-Up", George Lewinski, has already demonstrated an interest in the project. The program

originates in the CBC studios in Montreal.

At the regional level, radio "hot line" programs could be utilized in the same way. Radio stations and their "hot line" programs would be chosen for inclusion in the project on the basis of representing regional interests.

The target group for this project would be very wide. Thus, the report on the project would include, for the most part, an analysis of responses by region. The report would thus focus upon the regional variation in people's view and perceptions of human settlement issues. As well, the report would include an assessment of the effectiveness of "feedback radio" as a participation mechanism.

Resources:

Although the air time for the radio broadcasts would be free of charge, the project would require the full co-operation of the regional radio stations and of CBC Radio. This does not appear to present a problem at the present time. The costs involved in the project would revolve around the collection and analysis of the "feedback", and around travel expenses to the various program sites.

The collection and analysis of the feedback would require one person for four months on a full-time basis (at a cost of \$5,000.). Travel expenses could total an additional \$5,000.

Thus, the total costs involved in the project would be approximately \$10,000.

Since in all likelihood the producers of such "hot line" radio programs would like to stage their human settlement programs as close to the Conference as possible (in terms of timing), this project would begin in January of 1976, and be completed by April of the same year.

Project 7---Young/Senior Citizen Panels

Description:

The two target groups in this project vary in terms of age---young people and old people. However, they are alike in at least one respect: they form a major portion of the "uninvolved" and powerless segments of our society. The objective of this project is to discover the differences of old and young people vis-à-vis human settlement issues, problems, and in particular solutions.

The participation process to be used in this project is the panel or workshop. In a number of areas, young citizens' panels and senior citizens' panels would be established in a parallel fashion. That is, in each area, both a young and a senior citizens' panel would be initiated. Each panel would be given a human settlement issue (or a set of issues), and

over a specific period of time they would be asked to meet in an attempt to define the problems and to offer solutions to those problems. The young and senior citizens' panels in each area would receive "paired" issues for discussion. The results from the panels would then be compared to see if age is a factor in how people view human settlement problems and solutions. Other techniques for discerning perceptions of human settlement, such as perceptual mapping, might also be employed.

Participants would receive a small honorarium for their involvement in the panels. Each panel would consist of from 8 to 10 persons, and would meet one night a week for eight weeks. Each panel would also be responsible for reporting its own findings.

The panels could be structured in two ways. They could be varied by city, with 6 panels in 3 locations (two panels per city, one young citizen panel and one senior citizen panel). Or they could be varied within a single city or area, with 6 panels in 3 different neighbourhoods (for example, two panels in a "high-rise" commercial area, two panels in an older residential area, and two panels in a suburban area).

One assumption that is often made concerning this type of participation process is that it will not succeed unless it receives a substantial amount of funding to enable it to bring

outside resources and expertise in. This proposal allows us an opportunity to test that assumption. In this project, we are suggesting that no outside expertise or resources be funded, while in the ensuing project (Project 8) we are suggesting that adequate resource personnel and expertise be provided. If these two projects are funded, this would enable us to test this assumption.

Resources:

The cost of this project could vary greatly, depending on the number of panels established. Let us assume that panels are established in three areas. In each area there is a young and a senior citizens' panel, for a total of six panels. The participants in the panels would receive an honorarium of \$10. per meeting of the panel. The honoraria or fees for the participants would thus total approximately \$4,500. Each area would also require a part-time organizer/co-ordinator. At a salary of \$700. per person, this would cost (3 X \$700.) \$2,100. Thus, for six panels in three areas, the total cost of the project would be about \$6,600.

In this third section, the human settlement issues will be varied, while the participation/communication process

and the target group remain constant. We propose only one project under this section, although the nature of this project could vary greatly.

Project 8---Urban Settlement Issues

Description:

This project is in many ways the most complex of the ten. This is not unrelated to the complexity of the subject matter. Some issues and problems facilitate more participation than others, and some issues and problems appear to be more tractable than others. This may vary with the policy sector in which the issue is categorized, and with the scope or scale of the issue. The major objective of this project is to determine the effect of the type of issue on the participation of citizens. Different types and kinds of issues may generate differential rates of participation.

In this project the target group, suburban homemakers, will be held constant. The settlement size will also be held constant, and the project would focus on settlements of middle range population (such as Victoria, Regina, Saskatoon, London, Quebec City, St. John, and so forth). This is also true of the participation process, although more than one process might be employed.

The issues, however, will vary by both scope (scale)

and policy sector. Perhaps an example will make this clearer. Two issues concerning human settlements which vary in terms of policy sector are "housing" and "leisure time". Issues may also vary in terms of their scope. Issues such as "rural depopulation" and "native immigration to the inner city" are relatively narrow in scope, while an issue such as "a population policy for Canada" is very wide in scope.

A number of participation processes could be utilized in this project. A panel/workshop process could be utilized, similar in some ways to that in Project 7. However, in this instance, the participants would have access to resource people to aid them in their discussions. They would also meet over a longer period of time. The panels would meet three or four times a month for a period of six months.

As with the previous project that uses a panel format, each panel would consist of from 8 to 10 persons, and participants would receive an honoraria for each time that they attended a panel or workshop meeting. Panels would also be responsible for reporting their findings.

Each panel would also have a budget that would enable them to bring in outside experts and other resource persons. At the end of the six months, each panel would submit a report concerning how effective their interaction was with regard to solving their particular human settlement problem or issue.

For research purposes, it would be necessary to establish at least four panels. This would enable comparison of two issues in different policy sectors, and two issues of different magnitude (but in the same policy sector).

In addition to, or in place of the panels, a questionnaire or series of personal interviews might be conducted. Aside from obtaining suburban homemakers' views on human settlement issues, either of these survey instruments could be used: to measure the comprehension of various issues; to rank-order issues on the basis of national or personal importance; to find how people act on various issues and problems; and to determine if experience in an issue or area (those who have dealt with the issue area before) increases one's likelihood of participating in that (or other) issue area(s) again. Questions which relate to issues which are wide in scope or somewhat abstract could be made easier to understand by relating them directly and personally to the respondents. (e.g. How would a dramatic increase in the population density of your neighbourhood affect you personally?)

Resources:

The costing of this project is difficult, since it would depend upon whether the panel format or the survey format, or both, were used. If the panel format were used, the part-

icipants would receive an honorarium of \$10. per meeting or panel attended. Fees per panel would total approximately \$2,200., and each panel would receive a budget of \$5,000. to hire outside resource personnel. Thus, the cost per panel would be approximately \$7,200. If only the minimum of four panels were funded, this would cost about \$28,800. In addition, an overall co-ordinator would be required on a part-time basis for eight months (at \$5,000., including travel). Co-ordinator/organizers would also be required in each of the four areas on a part-time basis for six months. On the basis of \$2,000. per person, their salaries would total \$8,000. Thus, the total budget for the panel format, with a minimum of four panels, would be about \$41,800. If the survey format were used as well, the total budget would increase to about \$50,000. An additional social scientist would be required to design the survey, conduct it, and analyze the results. It would be necessary to hire this person on a full-time basis for six months.

This project would commence in July of this year and be completed by January of 1976.

The two final project proposals are experimental in nature, and do not readily accept classification. Thus, we

have simply labelled them as "experiments", and placed them following the projects which conform with the framework. Although these two projects do not fit neatly into our framework, we believe that they are as interesting and as relevant as the others.

Project 9---Human Settlement in Northern Canada

Description:

This project is concerned with the human settlement issues of northern Canada. The objective of this project is to gather the views of those people who will be most affected by that settlement---the residents of the North. They are the "target group" in this project. A second objective is to assess the effectiveness of mass public television as a two-way communication and participation technique. A third objective is to raise the awareness of the residents of northern Canada concerning human settlement issues.

Unlike the other projects, this one is totally dependent upon the fullest co-operation and financing of the Northern Services Branch of CBC.

The experiment would involve both a television and a radio survey of northern residents' views and perceptions of human settlement issues, with the accent on the settlement and development of the North.

Television and radio are two of the few means of communicating with the dispersed population of northern Canada. They might also be two of the only means for the people living there to communicate and to participate in a national policy process. With the extension of programming and service to northern Canada by the CBC recently, this two-way communication/participation process becomes a real possibility.

The television and radio surveys could be structured in a number of ways. The surveys could be built around one or several programs. The following scenario could be built around one program. Prior to the radio/television survey program, background information and promotional material could be distributed by radio, television, mail, and "over the counter" at local businesses. This background information would contain material on human settlement issues, and a questionnaire to be answered during the radio and television human settlement survey program. The survey program would include more background information on human settlement issues, and the questionnaire would be administered via the television and radio program. The questionnaires would then be mailed in, and the data analyzed.

Another scenario could be built around two or more radio and television programs. In addition to the questionnaire mentioned above, a "live" feedback element could be

added. During one program, human settlement issues could be discussed, let us say, by a panel of experts. A second program would follow a week later, in which persons could telephone the experts to ask questions, offer opinions, and propose tentative solutions to some of the problems. As with the first scenario, this would require the distribution of background information. A questionnaire could also be included in the programming for this second scenario.

Resources:

The resources for this project (technical and financial) would have to come from the CBC, since the costs involved (in terms of both programming and air time) would be too great for any project or group of projects to underwrite. Discussion on this subject have already been initiated. The Director of the Northern Services Branch of CBC, Mr. Andrew Cowan, and his assistant Mr. Harry Walker, have both expressed an interest in the project. They believe that both radio and television should be utilized in the project, since radio has much wider coverage in the North.

Although the Northern Services Branch does not have its own production facilities, arrangement could be made with other branches of CBC should the project go ahead. Both Mr. Cowan and Mr. Walker see the project as a possible undertaking, and would be interested in meeting again to discuss a further stage regarding the feasibility of operationalizing the project

(programming and technology required, etc.).

Should the project go ahead, the costs of designing the questionnaires, and of analyzing the data might be borne by the Secretariat. This might also be true of some expenses concerning the co-ordination of the project. Since the project is still very tentative, and the financial arrangements have not been discussed with the CBC as yet, it is not possible to provide even a rough estimate of a budget for this project.

Project 10---The Parallel Process

Description:

This project would be an advocacy/demonstration project in nature, and would be geared to the U.N. Conference on Human Settlements in Vancouver in 1976. Essentially, the objective of the project would be to create a parallel or counter-process to the Vancouver meetings. This counter-process would not be "counter" in terms of intent, purpose, or objective, but "counter" in the sense that it would run parallel to the "official" Vancouver process.

The experiment would utilize panel and Delphi techniques of participation, and would be characterized by frequent participant iteration, adequate resource personnel, salaries for participants, and intensive discussion of human settlement

issues, problems, and solutions. The participants in the process would identify human settlement issues, define human settlement problems, and (with the aid of resource personnel) propose solutions to those problems. These problems and solutions will then be compared to those which emerge from the actual Conference.

The experiment would involve about twenty participants over a period of one year. The project would commence nine months prior to the Conference and be completed three months after the Conference. In fact, the project would be tied to an impact evaluation (social impact analysis) of the projects proposed in this document (see 3. Social Impact Analysis in IV. After the Projects). Each participant would be salaried for their year's work on the project (which would be quite extensive). As well, all reasonable requests for resource personnel would be met, so that expertise would not be a factor in comparing this process and its results with those emerging from the Conference in Vancouver.

Resources:

If this experiment is to work, funding would have to be of major proportions. Participants would be paid \$3,000. each, since this project would require a serious and intensive effort on their parts for the year. Thus, fees for participants would total approximately \$60,000. (assuming that 20 people are

involved in the experiment). In addition, resources for bringing in outside personnel and expertise would have to be large (an estimated \$50,000.). If one adds to this the costs involved in co-ordinating the project (\$10,000.), the total budget for the experiment would be in the area of \$120,000.

In this project, both the participants and the co-ordinator would be responsible for reporting the results of the experiment.

AFTER THE PROJECTS (FOLLOW-UP)

The "follow-up" to this set of projects may be as important as the projects themselves. The reasons for this will become evident in the following pages.

To begin with, the substantive information from the projects concerning human settlement issues, problems, and solutions must be collected and synthesized prior to the U.N. Conference. That is, the views, opinions, and perceptions of these Canadians concerning human settlement issues must be brought together to form a coherent package. If this is not done, the information gained through the projects cannot be systematically introduced into the Conference. If this information is to be a major input to Habitat, this task is essential. More will be said on this subject when we discuss the central staff requirements of the overall proposal, in the next section of this document.

Secondly, if the projects are to tell us anything about the problems related to the participation of the "uninvolved", there must be an analysis of the projects in terms of their implications for participation in the policy-making process. That is, there must be an analysis/evaluation of the effectiveness of the different participation methods and

techniques in terms of involving these sectors of our society. This could result in the beginnings of an alternative model for public input to the policy-making process, at least insofar as these target groups are concerned.

Thirdly, there is a need for the people involved in these projects to feel that the whole thing is worthwhile. They must feel that their participation in these projects will make a difference.² To this end, we suggest that members of the federal government visit areas in which projects were carried out following the Conference. The participants would then be in a position to give their views, insights, and opinions first-hand to the policy-makers. It might just make their participation worthwhile.

This could be tied to a series of "follow-up" visits that is already planned with regard to the Urban Demonstration Program. The Minister of State for Urban Affairs, as part of his "travelling road show", could travel to sites in which projects were conducted, and talk to the people involved directly. This might take place in August of 1976, since most of the Minister's "free time" is concentrated in that month.

Fourthly, there is a real need for an impact evaluation or social impact analysis of the projects in terms of their effect on the participants and the target groups involved. We should know what effect, if any, these projects have had on the questions at hand. We should also know how these projects have affected the people involved. This could be tied to an overall impact evaluation of the Conference upon all sectors of society, should the Secretariat (or some other body) be inclined to undertake this task. The impact analysis that we are proposing here is strictly limited to the participants and the target groups mentioned in this proposal.

For the most part, the impact analysis would attempt to measure (or discover) any changes in attitudes and perceptions of human settlement issues as a result of the projects and the U.N. Conference. The most effective method for doing this is by surveying attitudes before and after the projects and Conference. This would require a "control group", a group of persons similar to the participants, but who do not take part in the projects. These people's attitudes and perceptions of human settlement issues would be measured before and after the projects and Conference, and then compared to the participants attitudes and perceptions before and after the Conference. We would then be in a position to evaluate the impact of the

projects and the Conference upon both the participants and the target groups. One must know these attitudes both before and after the projects and Conference, if one is to measure the impact or changes in perception that they have wrought.

This survey of attitudes and perceptions could be conducted through either questionnaires or personal interviews. We propose that the questionnaire be used, since it is a less expensive tool, and the data that it generates is more amenable to social science analysis. This would entail the design of two sets of questionnaires (with two questionnaires to a set... one before and one after), the selection of two samples to be surveyed (a control group must be included), a pre-test of the questionnaires, the distribution and collection of the questionnaires, the analysis of the data, and the writing of a report on the results of the impact analysis.

The impact evaluation would have to begin prior to the projects, and be completed following the Conference and the projects. The time frame for the impact analysis would be from April of 1975 to September of 1976, a period of one and one-half years. The staff for such an undertaking would include one social science methodologist with experience in survey research for the duration of the evaluation, and on a part-time basis. (at \$10,000.). One junior social scient-

ist with experience in data analysis on a part-time basis for the duration of the evaluation would also be required (at \$7,000.). One secretary would also be needed on the same basis (at \$6,000.). A clerk with experience in coding questionnaires would also be required on a part-time basis for one year (at \$4,000.).

Since the data would be computer analyzed, keypunch and computer services would also be required. A rough estimate of these costs would be \$5,000.

Thus, the total budget for the social impact analysis would be in the area of \$32,000. The staff for the impact evaluation would be attached to the central staff for the overall project.

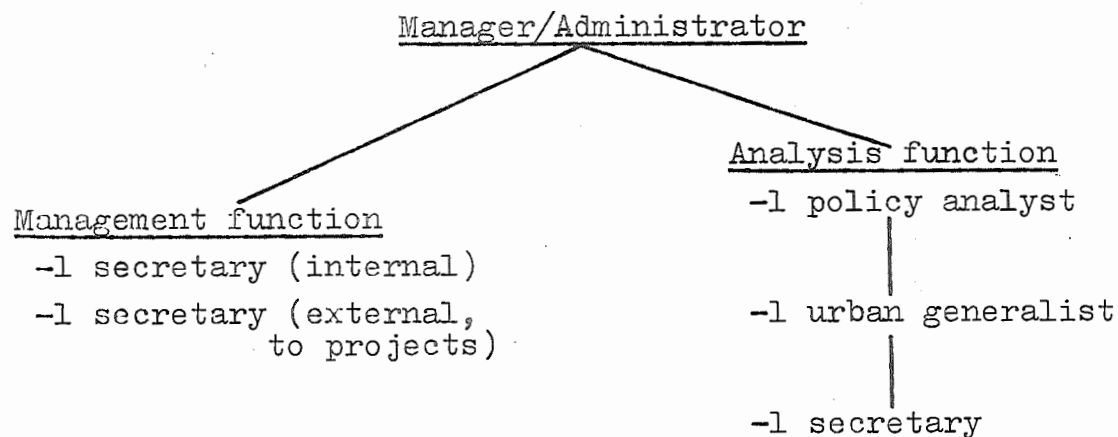
The other elements of this "follow-up" will also require manpower and resources. So will the co-ordination, administration, and management of the various projects. It is to this topic that we now turn.

MANAGEMENT AND CENTRAL STAFF

The management of the projects will require a central staff. Most of the responsibilities in this regard will be toward the co-ordination and administration of the projects. This would require one manager/administrator on a full-time basis for a period of one year. In addition, two full-time secretaries would be needed (one to work for the manager, and one to be seconded to the projects) for one year.

The collection, synthesis, and analysis of the results of the research will also require a central staff. A policy analyst/expert would be needed for a year and one-half, as would a secretary. In addition an urban generalist with a sociology background would be required for the final six months (of the 1½ years), on a full-time basis as well.

This central staff would be organized in the following way.



A work/time diagram for this central staff is as follows.

TIME

May, 1975

April, 1976

October, 1976

1. Management Function

/----- Manager/
Administrator -----/

/----- Secretary
(internal) -----/

/----- Secretary
(external) -----/

2. Analysis Function

/----- Policy Analyst -----/

/----- Urban Generalist -----/

/----- Secretary -----/

The management and analysis units of the central staff would work closely together, monitoring the projects in their final stages. The policy analyst would undertake the management and administration of the few projects that would not be completed by April of 1976.

The staff for the social impact analysis could either be included in the central staff, or the work could be "farmed

ment, in a private consulting agency, in a voluntary organization, or in a university department or institute. An organization that is national in scope and operations would be most appropriate to the tasks at hand. It would also be useful if the organizations had a network of "contacts" with citizen organizations across the country.

Two organizations appear to meet these requirements, the Community Planning Association of Canada, and the Assistance to Community Groups Branch of the federal Secretary of State. Initial discussions have been held with the directors of both of these organizations. Mme. L. Fournier, the Acting Director of the Assistance to Community Groups Branch of the Secretary of State, was wary of locating the central staff within her Branch. That Branch is concerned with organizing and/or rejuvenating community groups, but not with any substantive area or interest (such as human settlements) in mind. Hence, she did not think that the Branch would be an appropriate "umbrella" agency for the research. She suggested that the other organization, the Community Planning Association of Canada (CPAC), would be a more appropriate location for the research and central staff.

The Director of the CPAC, M. Jacque Leduc, agreed with Mme. Fournier. The objectives of the CPAC are very similar to those of Habitat, and the CPAC is already involved in the

preparations for Habitat. The CPAC has regional offices in each province (except P.E.I.), with permanent staff at each office. The CPAC also has a good network of "contacts" with citizen organizations across the country. Since the CPAC is a national voluntary organization, many of these "contacts" are within the membership of this organization. M. Leduc has agreed in principle to have the research and central staff for the overall project located within the CPAC's national office. We would recommend that the CPAC be designated as the "umbrella" agency for this research.

RELATIONSHIPS TO OTHER AGENCIES

A number of agencies are interested in this research, and might be willing to assist with some of the tasks. The Secretary of State is one such agency. Mme. Fournier of the Assistance to Community Groups Branch said that this Branch would be willing to assist in the location of qualified "field co-ordinators" for the research projects. The Branch is also interested in the analysis of the differing participation processes in terms of involving the "uninvolved", and might be consulted in such an analysis.

The Policy and Evaluation unit of the Secretary of State is interested in the analysis and social impact evaluation. Mr. Stuart Goodings' Branch might be consulted with regard to these tasks.

The CPAC is interested as well, as we have already noted. In addition to acting as an "umbrella" agency for the research, they have also expressed their willingness to help locate qualified "field co-ordinators".

If Project 8 goes ahead, which would involve suburban homemakers as a target group, those concerned with International Women's Year would be interested. Suzanne Findlay, Director of the Women's Section at the Secretary

of State, has suggested that she be contacted should this project be funded.

The Ministry of State for Urban Affairs also has a research project related to International Women's Year that is related to this proposal. The project, which is already underway, is designed to elicit women's views on the quality of the urban environment. The results of this project could be a valuable input to Habitat, as well as to International Women's Year. The research officer responsible for the project within the Ministry is Odette L'Anglais.

NOTES

1. For two recent examples of such research, see Robert Presthus, Elite Accommodation in Canadian Politics (Toronto: Macmillan of Canada, 1973) and his companion work, Elites in the Policy Process (Toronto: Cambridge University Press, 1974).
2. Political efficacy (the feeling that your actions "make a difference") is important as a reinforcement to future participation. See Gabriel A. Almond and Sidney Verba, The Civic Culture (Toronto: Little, Brown and Co., 1965) for a general background; and Mildred Schwartz, Politics and Territory () for a recent report on the Canadian background.

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BIBLIOGRAPHY

-to be supplied by staff at the I.U.S.

APPENDICIES

APPENDIX "A":

BUDGET (by project)

Project 1---Existing Group Outreach

- funding for 3 community groups (@ \$15,000. per group)
=\$45,000.
- hiring 3 co-ordinators (@ \$2,000. per co-ordinator)
=\$6,000.
- Total budget = \$51,000.

Project 2---Politicians and People

- promotion = \$20,000.
- hiring 4 resource persons (@ \$5,000. per person) = \$20,000.
- Total budget = \$40,000.

Project 3---Analysis of Existing Studies

- hiring one researcher (\$5,000.)
- Total budget = \$5,000.

Project 4---Weekly Newspapers

- hiring one co-ordinator/social scientist (\$5,000.)
- keypunching and computer time (\$2,000.)
- Total budget = \$7,000.

Project 5---Urban Anthropology (for Non-participants)

- hiring one urban anthropologist, including living expenses (\$20,000.)
- Total budget = \$20,000.

Project 6---Human Settlement Hot Lines

- hiring one social scientist (\$5,000.)
- travel expenses (\$5,000.)
- Total budget = \$10,000.

Project 7---Young/Senior Citizen Panels

- fees for participants (\$4,500.)
- hiring 3 co-ordinators (@ \$700. per co-ordinator) = \$2,100.
- Total budget = \$6,600.

Project 8---Urban Settlement Issues

- salaries for participants (\$8,800.)
- hiring resource personnel (\$20,000.)
- hiring co-ordinator (\$5,000.)
- hiring 4 organizers (@ \$2,000. per organizer) = \$8,000.
- Total budget "A" = \$41,800.
- if survey is added, hiring a social scientist (\$8,200.)
- Total budget "B" = \$50,000.

Project 9---Human Settlement in Northern Canada

- not possible to estimate costs or budget

Project 10---The Parallel Process

- salaries for participants (\$60,000.)
- hiring resource personnel (\$50,000.)
- hiring a co-ordinator (\$10,000.)
- Total budget = \$120,000.

Impact Evaluation (Social Impact Analysis)

- hiring one senior social scientist (\$10,000.)
- hiring one junior social scientist (\$7,000.)
- hiring one secretary (\$6,000.)
- hiring one clerk (\$4,000.)
- keypunching and computer time (\$5,000.)
- Total budget = \$32,000.

Management and Central Staff

-management function

- hiring one manager/administrator (\$20,000.)
- hiring 2 secretaries (\$17,000.)
- sub-total = \$37,000.

-analysis function

- hiring one policy analyst (\$30,000.)
- hiring one urban generalist (\$8,000.)
- hiring one secretary (\$13,000.)
- sub-total = \$51,000.

-office and equipment rental, and travel (\$15,000.)

-Total budget = \$103,000.

Total budget for all projects, impact evaluation, and management and central staff = \$444,600.

APPENDIX "B":

Persons Consulted/Interviewed in the
Preparation of this Draft Proposal

Ministry of State for Urban Affairs

- Policy and Research Branch
 - Human Environment Group
 - John Stewart, Head
 - David Belgue, Research Officer
 - Odette L'Anglais, Research Officer
 - Institutions Group
 - Toro Uno, Research Officer
- External Research
 - Jean Fillion, Acting Director
- Minister's Office
 - Charles Kelly, Executive Assistant to the Minister

Secretary of State

- Assistance to Community Groups Branch
 - Mme. L. Fournier, Acting Director
- Women's Section
 - Suzanne Findlay, Director

CBC

- Northern Services Branch
 - Andrew Cowan, Director
 - Harry Walker, Assistant Director
- CBOT Television
 - Ken Johnson, Executive Producer, "This Day"

Central Mortgage and Housing Corporation

-Community Resources Organization Program (CROP)

-Margaret Holsworth, Administrator

Community Planning Association of Canada

-Jacque Leduc, Director